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ADMINISTERING THE PROGRAM OF WELFARE AND RECREATION FOR UNITED STATES NAVAL PERSONNEL

JOB BENNETT PASCHAL
CAPTAIN, UNITED STATES NAVY

Thesis
P25

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P25

PREFACE

Science has performed miracles in the field of invention; nevertheless, the benefits have not diminished the importance of the human being as an integral factor essential to success. Personnel have always been and will continue to be a vital factor in the achievement of a major goal. With the advance of civilization, attitudes and treatment of individuals have been constantly changing. Present day leadership recognizes that just as valuable machinery requires proper care, so must the needs of the individual be met to insure efficient performance.

The purpose of this thesis is to survey, analyze, and constructively criticize the administration of the Welfare and Recreation Program for United States Naval personnel. It is hoped that the subject matter presented may prove to be of assistance to naval officers and prospective officers of the Navy. With the reduction of size following demobilization, the Navy has necessarily made many changes and more changes are to be expected. Efforts in research were made with a view of bringing important features of the program up to date to save the reader the task of seeking and reviewing numerous directives. Subject

matter is based upon published and unpublished material, interviews with competent observers, and the experience of the writer who has completed twenty-one years of commissioned service in the United States Navy.

The material has been organized under the following headings:

1. Welfare and recreation as effecting morale,
2. Provisions for welfare and recreation,
3. Survey of recreational facilities,
4. The value of the chaplain, and
5. Factors related to welfare.

matter in large open problems and organizational economics, interviews with company managers, and the questionnaire of the author and his employer constituency group of knowledgeable service in the United States Navy.

The material has been assembled under the following headings:

1. Policies and mechanisms as affecting control,
2. Inventory for failures and maintenance,
3. Survey of environmental stability,
4. The value of the monitor, and
5. Factors relevant to activity.

ACKNOWLEDGEMENTS

The writer acknowledges with appreciation his indebtedness to Dr. Paul A. Jones whose invaluable assistance was given freely and cheerfully at a time when he, himself, was occupied with a heavy load of academic commitments.

The thesis was made possible, largely by the cooperation of certain officers of the Twelfth Naval District, San Francisco, California. The District Welfare Officer, Captain John L. Wilfong, United States Navy, generously provided written material and practical suggestions pertaining to the subject. It is desired to thank Captain R.W. Truitt, Commander J.F. Dreith, and Lieut. Commander H. C. Albrecht of the District Chaplain Office for their interest and efforts expended in obtaining essential data relating to the Chaplain Corps of the United States Navy.

The writer is deeply obligated to Captain Robert W. Cavenagh, United States Navy, for his thoughtful contribution of publications and directives taken from the files of the Bureau of Naval Personnel.

TABLE OF CONTENTS

Page

LIST OF TABLES vii

Chapter

I. WELFARE AND RECREATION AS EFFECTING MORALE 1

Introduction
The Significance of Morale
Aspects of Morale
The Approach to Morale
Conclusions

II. PROVISIONS FOR WELFARE AND RECREATION . . . 16

Introduction
Terms and Definitions
Purpose
Administration
Conclusions

III. SURVEY OF RECREATIONAL FACILITIES 33

Introduction
Motion Pictures
Athletics
Libraries
Hobby Crafts Program
Recreation Rooms

IV. THE VALUE OF THE CHAPLAIN 55

Introduction
Selection and Training
The Duties of the Chaplain
Conclusions

Page

Chapter

V. FACTORS RELATED TO WELFARE 69

Introduction
Navy Relief Society
American Red Cross
Medical Care of Dependents
Dissemination of Information
Conclusions

BIBLIOGRAPHY 85

LIST OF TABLES

Table		Page
1.	How Knowledge of the Relation of One's Opinion to others' Operates to Alter Them	9
2.	Partial Book Allowance List . . .	48
3.	Divine Services	65

CHAPTER I

WELFARE AND RECREATION AS EFFECTING MORALE

Introduction

Life is growth and as such is dynamic. The individual is constantly faced with the necessity of adjustment to new situations and in military life to acceptance of certain unavoidable conditions that are in conflict with the personal desires of the subordinate. The impressive history of the United States Navy indicates that naval personnel have always been indoctrinated to fight effectively even against discouraging odds. No small part of this characteristic is attributed to morale which was recognized, if not defined, in the days of John Paul Jones. The old practice of issuing daily grog is an example of this manifestation. In the era of iron men and wooden ships, the needs of the individual were simple, and stern discipline was readily understood as a requisite for success in battle. With the gradual spread of democratic idealogy and the intellectual advancement of the individual, the situation has changed and the task of converting a civilian to a sailor presents a problem of many aspects. To adequately contribute to the preservation of our democratic way of life, the military must deviate in many respects from the principles cherished by the civilian. The recruit may be confused and distressed at first by the

pattern of his new life. Instruction and experience will eventually provide insight to the justification of military regulations. Welfare and Recreation not only helps to bridge the gap during this transitional period but also assists in the maintenance of individual efficiency.

Realizing that its personnel must be fit to meet the total exigencies of war, the Navy appreciates the obligation of meeting the total needs of the individual. Ships, planes, and guns undergo a periodic overhaul; manpower must likewise find some surcease from the rigors of training and combat; some periods of refreshment provided during which mental, emotional, and physical reservoirs are replenished. In addition to lengthy rest periods, there must be a change of pace in the daily life of men. Guns cannot fire consecutively for an indefinite time, neither can men sustain fighting efficiency without daily opportunity for rest and diversion. This off-the-job time should provide the opportunities for personnel to do the things they want to do for the sheer satisfaction of doing, and the Welfare and Recreation Program is charged with the responsibility of setting the stage so that the opportunities are available and attractive.

The Significance of Morale

Just what is morale? Most people have some idea that morale represents a cooperative attitude of a number of people who are related to each other on some basis. Ask the average bluejacket what he understands by the term and he may possibly reply in general, "It means a happy ship. People get along well together. Everyone tries to help the other fellow like a true shipmate should." The more highly educated person may say that the esprit de corps is high. Both mean the same thing. There are many acceptable definitions of morale but it will suffice to quote only two. Meier expresses morale as:

> The adjustment of each individual to an attitude of willing, effective, wholehearted, confident resolution, decisively determined to do his full share or more in efficient service.[1]

William Spriegel describes it as follows:

> Morale is the state of mind or attitude of individuals and groups growing out of the conditions under which they operate, including their operational environment, their particular activity or work, their associations in the group, and the quality of their leadership.[2]

The latter quotation is considered more truly descriptive inasmuch as the first implies only positive or

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[1] Norman C. Meier, Military Psychology (New York and London: Harpers & Bros., 1943), p. 56.

[2] William R. Spriegel, Principles of Business Organization (New York: Prentice-Hall, Inc., 1946), p. 448.

high morale. It is an accepted fact that morale is not a state of mind that must be entirely high, medium, or low. For example, Spriegel[3] explains that the morale of a given organization may be very high as a whole, yet certain segments of the enterprise may have low morale in relation to some things and relatively high morale in others.

High morale is not to be desired merely because it is an indication of individual or group satisfaction. Positive morale definitely effects the efficiency of the group and reduces the amount of supervision necessary for accomplishing the desired end. Similarly, high morale tends to induce personnel to re-enlist rather than return to civilian life upon the expiration of enlistment, thus conserving well-trained and experienced people and reducing the number of replacements to be trained and indoctrinated. Grievances are at a minimum where morale is high. It may safely be assumed that an inverse relationship exists between morale and grievances.

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[3] Ibid., p. 448

Aspects of Morale

Interests

George W. Hartmann[4] symbolizes any creature's conduct at any given time as the result of organic maturation plus learning plus the physical and social circumstances of the immediate situation. In all three aspects we normally see complex interlocking rather than simple isolation of forces. In short, the organism responds broadly and not narrowly to all situations. Hartmann[5] further states that there may be a pronounced impermanence of interests in a specific function with fairly marked stability in a somewhat broader field of related activities. Obviously a shift of interests with expanding horizons is both inevitable and desirable. The consideration of interests and the changing of interests is important in the planning of a Welfare and Recreation Program. Naval personnel are represented by age groups varying from the adolescent to the elderly adult classification, hence it is well to remember that studies have shown that there is a low degree of permanence during the preschool and elementary school period, a moderate amount

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[4]George W. Hartmann, "Interests, Attitudes, and Ideals", Educational Psychology, ed. by Charles E. Skinner (New York: Prentice-Hall, Inc., 1946), p. 80.

[5]Ibid., p. 88.

in high school and college, and a high measure in adult life.[6]

Attitudes

In the definitions of morale, attitude is mentioned. It is advisable to give some thought to the origin and implications of attitudes. An attitude partakes of the nature of a generalized habit and it is recognized that abiding habits are the most important outcomes of the regulated experience which the Welfare and Recreation Program attempts to confer.

It is known that attitudes grow and develop like all other features of mental life. For example, an infant will have no concern for a certain subject whereas the same individual may reveal strong convictions on the subject by the time of reaching high school age. Hartmann[7] cites four common conditions, presented by Allport, that are involved in the making of attitudes:

> 1. The <u>integration</u> of many specific responses of a similar type (approval of a few masterpieces of Greek art leads to an enthusiasm for all classical antiquity).
> 2. The individuation of a definite mental set from a more primitive approaching or avoiding response (admiration of English schools because of a general liking for British culture).

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[6] <u>Ibid</u>., p. 88.

[7] <u>Ibid</u>., p. 92.

3. The effects of some trauma or fixation resulting from a startling and dramatic experience (student abandons medical career because of repugnance to dissection).

4. Ready-made adoption through imitation of majority group or of experts possessing prestige (brilliant Mathematics professor pokes fun at all Education courses, and submissive students accept this as justified).

While these attitudes are produced by learning of one kind, it is evident that learning or unlearning of another sort will change them. It is believed that attitudes are retained only as long as they yield satisfaction. At the present time, the most influential factor for changing attitudes is the propaganda of pressure groups. The most resistant attitudes may be modified by the application of appropriate stimuli, as shown by upperclassmen's persuasive powers over first-year students at certain military institutions. This has also been demonstrated by several experiments. As result of studies made on Dartmouth undergraduates in 1921, Moore[8] found that in matters of speech and morality, the student tended to change his original opinion to conform to that of the majority (when that was known to him), but in aesthetic judgments the verdict of the

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[8] Henry T. Moore, "Comparative Influence of Majority and Expert Opinion," American Journal of Psychology, Vol. XXXII, No. 1 (1921), pp. 16-20.

expert seemed more influential. Marple [9] extended this inquiry by raising the question of the comparative susceptibility of three age levels to the suggestion of group versus expert opinion on political, economic, and social issues. His results, shown in Table 1, further demonstrate the potency of group opinion over the judgment of competent persons in affecting popular attitudes.

From the above, considerable flexibility of opinion is suggested, although the older subjects tend to be consistently more conservative.

The Group

Spriegel[10] states that while the group is made up of individuals, it is more than the sum total of its individual members. The group builds up its own customs, traditions, and sentiments which may not coincide exactly with all the traditions and sentiments of its members. To protect its own identity and to secure conformity to the group's objectives, the group applies restraints and incentives. The group, more than its individual members, is susceptible to emotional appeals that are not contrary to the group's objectives. So it is that

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[9] C.H. Marple, "Comparative Susceptibility of Three Age Levels to the Suggestion of Group Versus Expert Opinion," Journal of Social Psychology, Vol. IV, No. 2 (1933), pp. 176-184.

[10] Spriegel, op. cit., p. 450.

TABLE 1

HOW KNOWLEDGE OF THE RELATION OF ONE'S OPINION TO OTHER'S OPERATES TO ALTER THEM

Population	Changes to Agree with Group	Changes to Agree with Jury of Experts
100 High School Seniors	64%	51%
100 College Seniors	55%	45%
100 Representative Iowa Adults	40%	34%

under group pressure, an individual will frequently do things that are contrary to his own ideals; on the other hand, in working with the group, the member may work for a desirable objective that he, alone, would not support.

As a rule, the group is more stable and changes more slowly than its individual members. This characteristic is advantageous to administrators in that a properly trained and indoctrinated group tends to perpetuate policies and influences the newcomer to conformance. But this particular trait presents difficulties when executives deem changes are in order to facilitate increased efficiency. Any action that appears to threaten group solidarity or group stability will encounter group opposition although this reaction may not be obvious in the military services.

The influence of the group over the individual cannot be easily over-stressed. All values that give reality to human associations are group values. It is very hard for a person to rid himself entirely of influences acquired from social environment of many years. Meier says:

> It is difficult if not impossible to separate civilian from military morale in a true democracy, for the civilian passes directly from a civilian status to the military; even then he is never completely out of touch with his civilian background; he depends upon it for support.[11]

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[11] Meier, op. cit., p.80

It is readily apparent that the successful leader must consider the individual's former background when noting the progress such an individual makes in adjusting himself to the service group. The normal person will eventually become acclimated and accepted in the new group but will never lose all of his former sentiments.

The Approach to Morale

The administration of the Welfare and Recreation Program for United States naval personnel points the way to the surest approach through self interest of the individual. A human is largely governed by positive and negative incentives which are named by Meier as follows:

Positive Interests
1. New experiences
2. Security
3. Response
4. Recognition

Negative Incentives
1. Threat of defeat
2. Frustration[12]

The Navy offers a wealth of new experiences in travel and activity. The competent Welfare Officer goes even further in planning and arranging attractive visits to places of interest in foreign lands. Recruiting posters were authentic in depicting personnel seeing the sights of Pekin and riding camels in the vicinity of the pyramids. Prior to arrival in

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[12] Meier, op. cit., p. 57

a new port, advance information should be obtained and studied for the purpose of informing personnel what they may expect, places of interest, and what to do to avoid trouble.

The Welfare and Recreation Program contributes to the individual's feeling of security by eliminating as much worry as possible and by providing recreational facilities that will assist the man in forgetting troubles. In financial and domestic problems, counseling service is provided in addition to assisting the man through the Navy Relief Society and the American Red Cross. Under certain circumstances, loans are made from the unit's Welfare Fund.

Response interest is the desire for preferential attention or a source of advice when needed. As mentioned in the preceding paragraph, counseling services are available and men are encouraged to bring their personal problems to the chaplain or designated counselor. This field is considered sufficiently important to justify graduate training of chaplains in modern techniques of scientific counseling.

Recognition, the desire for public acclaim, is met by the many organized recreational activities. Outstanding success may be achieved in athletic competition or by demonstration of unusual skill in hobby work. Every man cannot be a hero but each derives satisfaction in knowing that he can do at least one thing well. A passing cheer occasioned by a mediocre player getting a hit in a softball game gives that

individual a definite "lift". Hence, it is the desire of the Welfare and Recreation Program that every man participate in some form of recreational activity. To encourage this total participation, a large variety of facilities are provided.

Conclusions

1. While it is very gratifying to make people happy, efforts expended to obtain high morale are not primarily directed toward the goal of contentment. Personnel satisfaction is merely an essential tool to facilitate more efficient performance.

2. In considering the subject of morale, it is desirable to study the psychological factors that influence the individual and the group. Interests and attitudes have a very significant bearing on the problem. Most human beings have a gregarious instinct and, as a member of a group, are inclined to do good or evil as dictated by the group's objective. It is well to remember that the morale of the group is always governed by the group sentiments on which the morale is largely built. In administering the Welfare and Recreation Program, it is essential that the group be made to feel that they are a part of the administration and not merely the recipient of largesse doled out by their superiors. This need has been recognized and a step in the

right direction has been taken by the Secretary of the Navy in establishing an Enlisted Recreation Committee[13] that has some participation in administering the Recreation Fund in each Naval organization. Realization of the power of the group should prompt every good leader to carefully study the group background and, using it as a base, build a secure foundation toward his desired goal. Proper indoctrination and loyal group leaders are invaluable in suppressing unrest brought about by misunderstanding or lack of information. It is possible, practicable, and desirable that the Navy, in planning the administration of the Welfare and Recreation Program, be guided by known psychological needs of naval personnel. A wasteful expenditure of funds and time will result if a hit-or-miss attitude is adopted in this planning.

3. Regardless of how well-trained, indoctrinated, and regimented a man might be, he should still be regarded as a human rather than as a robot or service number. All service men share some civilian ideals that are deserving of consideration. Individual attention should be given those who find adjustment to their miliaary life difficult. Meier presents a pertinent thought in the following statement:

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[13]Secretary of the Navy Directive, "Recreation Funds of the Navy and Marine Corps" (17 May, 1946)

> Insofar as most individuals are egocentric, inclined to indulge in self-concern particularly on matters affecting their immediate interests, they are prone to miss entirely the idea that they are in a position to experience benefits along with some restrictions upon their immediate liberty to do as they will. Some may never arrive at the conviction that there is anything in the service other than a chore.[14]

4. During war-time, the Welfare and Recreation Program was vitally important in providing the essential recreation for our fighting forces. But now that the Navy is faced with discouraging post-war conditions, the need for morale-building is imperative and the task is much more difficult. With the understandable but nevertheless drastic reduction in the size of the United States Navy, prospects of advancement in rating are dim at the present time. With a curtailed budget, all activities and operations are regulated to conform to the national policy of economy. During this period of readjustment, commanding officers and welfare officers must double their efforts in the administration of Welfare and Recreation Program. The adversities of today are a challenge to good leadership. Conscientious efforts and careful planning can be instrumental in providing an adequate program in spite of existing obstacles.

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[14]Meier, op. cit., p. 73.

CHAPTER II

PROVISIONS FOR THE WELFARE AND RECREATION PROGRAM

Introduction

Every naval officer should have a comprehensive knowledge of the provisions made for the administration of the Welfare and Recreation Program in the United States Navy. The new officer, especially, should be interested in learning some fundamental facts relating to the program. For example, it is natural to wish to know how the program is administered, the source of the funds, how to obtain funds and material, who is eligible for the benefits and so forth. Welfare and recreation functions are largely made possible by what is known as Recreation Funds hence this chapter will be devoted to a review of current directives relating to same. Details concerning specific recreational activities will be discussed in the following chapter.

The Secretary of the Navy administers the Recreation Funds through the Bureau of Naval Personnel. The following Policy has been announced:

> a. It is the intention of the Chief of Naval Personnel to encourage through careful planning an expansion of recreation facilities within the Navy up to a point of acceptable and adequate standards.
>
> b. Control of accumulation, distribution and administration of all recreation funds is the responsibility of the Chief of Naval Personnel. Control may be effected from time to time by direct-

ing transfer from the various recreation funds of amounts in excess of per capita-limitations that may be established, or upon general assessment on those funds.

c. The purpose of the control of recreation funds is to distribute the funds made available for recreation, amusement and welfare of naval personnel from revenue-producing activities within the Navy in the most equitable manner possible to the benefit of the maximum number of naval personnel, to insure adequate and proper administration of these funds, and to promote development of adequate recreation facilities and programs in the Navy.

d. Command recreation funds as provided by reference (a) will be established under various administrative commanders of the Navy, to provide a means of executing certain administrative functions in the support of this mission within such commands.

e. Recreation departments of naval activities administering Recreation Funds authorized by ref (a) are government instrumentalities.

f. Units authorized to establish and maintain local recreation funds are designated in paragraph (1) of enclosure A to reference (a). The welfare and recreation needs of dependent units such as staff personnel afloat, organization units attached to ships or bases, shall be provided for from funds of the ship or base on which they base, and the personnel count of those dependent units shall be included in computing the number of personnel on board, or authorized personnel allowance as prescribed in these instructions. When such dependent units are separated from the base for a long period of time to operate as independent units, they are authorized to maintain recreation funds, and the funds shall be obtained from the Command Recreation Fund.

g. The BuPers Central Recreation Fund is the only fund authorized to own securities or investments as part of a Recreation Fund. Those recreation funds owning securities at the time of receipt of these instructions may retain those securities until the need for cash assets arises, at which time they should be redeemed.

h. Commanding officers of units and authorized commanders shall inform the bank in which Recreation Funds are deposited, in writing, that the Chief of Naval Personnel, Navy Department is successor in interest to the account upon inactivation, decommissioning or complete loss of a unit as the case may be. The bank shall also be informed in writing that no responsibility shall be attached to the bank so informed, arising out of the application of the funds referred to herein, after transfer to or upon the order of the Chief of Naval Personnel.[1]

Terms and Definitions

1. Local Recreation Fund. This is the single recreation fund that is authorized for ships, stations, and independent activities of the Navy and posts, regiments, and separate organizations of the Marine Corps. It represents all of a unit's non-appropriated monies.

2. Command Recreation Fund. This fund is established only when expressly authorized by the Chief of Naval Personnel or the Commandant of the Marine Corps. The administrator of a Command Recreation Fund is empowered to facilitate the equalization, distribution, and administration of local funds within his Naval or Marine Corps organizational command, such as a naval district, a Fleet Command or sub-division, the Fleet Marine Force and comparable commands.

3. Central Recreation Funds. There is one Central Navy Recreation Fund and one Central Marine Corps Recreation

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[1] Bureau of Naval Personnel, "BuPers Tentative Supplemental Regulations for Recreation Funds", 1946, p. 1.

Fund which are administered by the Chief of Naval Personnel and the Commandant of the Marine Corps, respectively. The administrator has the power to levy assessments on the various recreation funds, to direct the transfer of monies between the various recreation funds, and to take such action as necessary to facilitate the equalization, distribution, and administration of the various recreation funds. The general purpose of this fund is to support the recreation, amusement, and welfare of all service personnel by means of supporting, equalizing, and administering the various recreation funds of the Navy and furthering special projects, when approved. The sources of this fund are from receipts of balances remaining in the recreation funds of ships and stations decommissioned or disestablished; monies received from assessments against profits derived from ship's store and ship's service store operation; excess balance in either the Command Recreation Funds or Station Recreation Funds; and receipts of donations accepted by the Navy Department for recreation, amusement and welfare of naval personnel.

4. Appropriated Funds. Appropriated Funds represent funds that originate through Congressional appropriation such as:

a) Appropriation "Welfare and Recreation, Navy". This appropriation was formerly large and was alloted quarterly to organizations. Since the war, however, this fund is very

limited and is used only for special purposes, as financing the Naval Motion Picture Service and other special projects. This fund is not included in the recreation fund nor is it governed by the regulations issued for recreation funds. Restrictions of types of expenditures from "Welfare and Recreation, Navy" may be found in the Bureau of Naval Personnel Manual.[2]

b) Ship's Store Profits. The ship's store, financed by public funds, is allowed to make a profit which is not to exceed fifteen per cent. By directive[3], the Secretary of the Navy orders that the profits be disbursed, not later than the fifteenth of the subsequent month, as follows: ninety per cent will be paid to commanding officers for the local recreation fund and ten per cent will be forwarded by check to the Chief of Naval Personnel, accompanied by a copy of the balance sheet and a copy of the public voucher bearing the signed certificate currently required; should the ten per cent amount to less than five dollars, no payment will be made to the Bureau of Naval Personnel and the entire amount will be transferred to the commanding officer, but copy balance sheet will still be mailed to the Bureau of

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[2] Navy Department, Bureau of Naval Personnel Manual, 1942 (Washington: Government Printing Office, 1945), p. 355.

[3] Secretary of the Navy despatch, "Alnav No. 18" of January 16, 1947.

Naval Personnel. If the ship's store fails to generate sufficient profit for the recreation fund, additional funds may be requested from the cognizant Command Recreation Fund. Ship's stores operating at a loss during any month due to unusual circumstances, shall request an allotment from the Navy Ship's Stores Office, Brooklyn, New York, reporting full circumstances.

5. Non-Appropriated Funds. The non-appropriated funds now under the control of the Chief of Naval Personnel by virtue of the responsibility laid down in Navy Regulations and the Secretary's regulations governing recreation funds and officers' messes are as follows:

a) BuPers Central Recreation Fund. This fund, described in paragraph 3, is expended through transfers or loans to augment Command Recreation Funds or Local Recreation Funds. Normally it is intended that routine transfers will be made to the Command Recreation Funds quarterly on a per capita basis in order that the control of the funds as a whole may be de-centralized to a point which will insure the most equitable distribution reaching all personnel. The funds may also be expended on welfare and recreation projects initiated or approved by the Chief of Naval Personnel. From this fund, the Bureau will, upon request, furnish commanding officers of newly commissioned ships sufficient funds to establish an adequate Local Recreation Fund.

b) Naval Officers' Mess Central Contingency Fund. The purpose of this fund is to provide, out of accumulated monies, aid and assistance to naval commissioned and warrant officers messes ashore individually and generally by providing for the use of the monies in the fund on a loan or a grant basis to individual messes. Sources of the fund were originally in the form of assessments from the officers' messes, on shore, based on gross receipts. The assessment procedure is not necessary at the present but may later become so. Receipts have also accrued from final liquidation of messes being disestablished as well from funds transferred to the Bureau in accordance with specific instructions. Expenditures from the fund are made in the form of loans or advances to activities establishing commissioned officers and warrant officers' messes ashore; for advances to the account of a mess needing assistance to cover pre-payment of invoices for material purchased; for the payment of commercial claims against a mess arising after it has been liquidated for direct payment to a mess otherwise solvent but having insufficient assets to repay members' deposits; for the general benefit of officers' messes including the cost of administering the Central Fund; to provide funds on either a loan or grant basis for the improvement of officers' messes individually and generally.[4]

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[4] Bureau of Naval Personnel Circular Letter No. 277-46, of December 9, 1946.

Purpose

The recreation fund is established and maintained for the recreation, amusement, and welfare of all service personnel of the command to which the fund pertains. At such outlying and isolated stations as the Chief of Naval Personnel or the Commandant of the Marine Corps may designate, however, civilian employees may be authorized to participate in the use of the fund. The principle that the fund is for the use of all service personnel, together with civilians and dependents at such outlying and isolated stations and on board such ships as may be specifically authorized, must be adhered to at all times and under all circumstances on a proportionate basis for officers, enlisted men, authorized civilians and dependents, except that the profits derived from the ship's store must be used only as provided by Navy Regulations.[5]

It is obviously the intention that expenditures be made primarily for the benefit of persons on active duty with the Navy and the Marine Corps and not dependents, other persons, groups, or organizations. Under exceptional circumstances, and only with the specific approval of the Chief of Naval Personnel or the Commandant of the Marine Corps,

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[5] Navy Department, United States Navy Regulations, 1920, (Washington: Government Printing Office, 1944), Art. 1404 (4).

amounts may be expended for the direct benefit of dependents of naval or marine corps personnel. For example, to assist a "School Fund", established for dependents in an outlying or isolated area, consideration will be given to making loans, without interest, from the Bureau Central Recreation Fund but said loans must be repaid in accordance with conditions stipulated by the Bureau of Naval Personnel.

Administration

Local Recreation Fund

The commanding officer is held responsible for the general administration of the recreation fund and compliance with all regulations governing same. He is also responsible for all expenditures approved by him which are not in accordance with the regulations. It is his duty to see that the funds are being properly kept and safeguarded, and to inspect or cause to be inspected, the accounts of the recreation fund at least once each month. The commanding officer is required to detail in writing the members of the recreation council, the members of the enlisted recreation committee, the special services officer in the case of the Marine Corps and the recreation officer in the case of the Navy, and any assistants and employees that may be required. It is necessary that he consider the knowledge, experience, and aptitude of the personnel detailed.

The commissioned officer, detailed as the special services officer or assistant special services officer in the case of the Marine Corps and as the recreation officer or assistant recreation officer in the case of the Navy, is the custodian of the recreation fund and property. While conducting these affairs, he is bonded to cover the estimated amount of money expected to be in his custody but a bond in excess of ten thousand dollars is not required. In the event of the custodian being absent for a period beyond three days and less than ten days, the commanding officer is required to detail in writing another commissioned officer to act as custodian under such conditions as he may prescribe. Ordinarily, the assistant welfare officer is detailed only in large organizations.

The recreation council is composed of three commissioned officers, one of whom is the special services officer in the case of the Marine Corps or the recreation officer in the case of the Navy. The commanding officer is required to be a member of this council if an adequate number of qualified officers are not available. Each member has one vote but the custodian is prohibited from taking part in the audits or inventories. The recreation council is assigned the following duties:

1. To meet promptly after the monthly closing of accounts and not later than the tenth of the month for the

purpose of auditing the accounts and making recommendations. In addition, they will meet when called by the commanding officer, whenever the custodian is relieved, and at such times as may be necessary. A record of proceedings of each meeting is required to be kept and must be signed by all members. The record of proceedings shall be submitted to the commanding officer for approval or disapproval. A copy of each record shall be forwarded to the Chief of Naval Personnel or the Commandant of the Marine Corps, as appropriate.

2. To inventory property and audit property accounts quarterly and when the custodian is relieved. A statement of this action shall be entered in the record of proceedings.

A committee of representative enlisted personnel, appointed in writing by the commanding officer, and known as the enlisted recreation committee, is required to meet monthly, prior to the meeting of the recreation council. This committee is afforded all proper means for inspecting the condition of the recreation fund, and once a month must submit in writing to the recreation council its views and recommendations relative to the operation of the fund. This monthly report of the committee, signed by its members, is attached to the monthly record of proceedings of the recreational council.

Command Recreation Fund

In 1946, the Bureau of Naval Personnel promulgated supplemental regulations which provided for the administration of Command Recreation Funds as follows:

(1) The Control of each Command Recreation Fund is vested in the authorized commander.
  (a) The operations of the fund shall be conducted by a board of not less than three officers, known as Administrators, appointed by the authorized commander, to serve until relieved from such duty by him.
  (b) The Board of Administrators will assist the authorized commander in the administration of the fund, in accordance with ref (a), these regulations and subsequent instructions established by the Chief of Naval Personnel.
  (c) The Board of Administrators, a majority concurring may, when so empowered by the authorized commander, in addition receive money from authorized sources for deposit in the fund, and disburse monies out of the fund in accordance with general banking procedures, for any reasons falling within the general purposes of the fund; execute any documents required in connection, therewith: PROVIDED, that the signatures of any two of the administrators shall be required at all times on any checks drawn against the deposits of the Fund.
  (d) In no event shall the authorized commander or any administrator, hereunder, be charged with any personal responsibility for loss sustained by the Fund, through any loan or advance, or for payment of any obligation of the Fund.
  (e) As of the last day of each month, administrators will have statements prepared within 10 days of that date, listing all assets and liabilities, showing receipts, transfers, and disbursements made since the preceding report.
  (f) An auditing board consisting of three commissioned officers, not administrators of

the fund, of the command appointed by the authorized commander, will examine the records and accounts of the Fund and, if satisfied as to their condition, certify the monthly statements and submit them to the authorized commander within 10 days after receipt of the statements from the administrator. A copy of this statement, together with any pertinent comments, shall be forwarded to the Chief of Naval Personnel.

(g) The administrators shall be bonded at expense of the Command Fund in an amount equal to the $2.00 times the total naval personnel allowance of units within his command, or $10,000, whichever is less. The bonds shall be of the position type, shall designate the authorized commander as beneficiary, and shall give coverage to all the administrators who are designated to receive and disburse money.

(h) All correspondence in connection with the operations or affairs of the Fund will be official correspondence to or from the authorized commander.

(i) Attention is invited to Article 10(1) of reference (a) in regard to banking institution in which funds may be deposited. The deposit of command recreation funds will be made in the name of the official designation of the Fund, for example, "Command Recreation Fund, Commander Submarines, Pacific Fleet", "Command Recreation Fund, Commandant, TWELFTH Naval District", and not in the name of the authorized commander or the administrators of the Fund.[6]

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[6]Bureau of Naval Personnel, Navy Department, "BuPers Tentative Supplemental Regulations for Recreation Funds", 1945, p. 4.

Disbursements

Disbursements, in general, are made by the custodian of the recreation fund upon the recommendation of the recreation council, approved by the commanding officer, for the recreation, amusement, and welfare of the personnel of the command to which the fund pertains. All individuals concerned with the administration of the recreation fund should be thoroughly familiar with the latest directive[7] that specifies proper and restricted expenditures. Expenditures for purposes not listed under proper expenditures shall not be made until requested approval has been made by the Chief of Naval Personnel.

Conclusions

1. The present administration of recreation funds is a great improvement over methods employed in the past. There is evidence that considerable thought has been given to simplifying administrative procedure and meeting new situations imposed by post-war conditions. Formerly, the commanding officer was authorized to draw an amount equal to eighty cents times the average number of personnel from the monthly ship's store profits, the remainder of the ship's store profits being credited to a "Ship's Store

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[7] Secretary of the Navy Directive, "Recreation Funds of the Navy and Marine Corps" (May 17, 1946)

Profit Fund, Navy" which was a trust fund administered by the Bureau of Supplies and Accounts. It is understandable how some difficulty might arise with two bureaus being concerned with such funds in trust. Under the present arrangement, a percentage is deducted before the net profits are determined, and this amount is credited to the "Ship's Store Profits, General Fund" which is used by the Bureau of Supplies and Accounts for administering the ship's stores. The remainder of the profits are readily available for welfare and recreation expenditure through the Local Recreation Fund and the Bureau of Naval Personnel Central Recreation Fund.

2. It is gratifying to observe that enlisted men are being given some part in the administration of the recreation funds by having representatives detailed on the Enlisted Recreation Committee. As mentioned in the previous chapter, the men should be made to feel that they are a part of the administration of their recreation funds. By giving them access to the records and inviting their recommendations, a feeling of belonging is instilled and they are given the satisfaction of knowing that funds intended for their benefit are not being expended unfairly or in an unauthorized manner.

3. The present policy of administering the ship's stores and ship's service stores by the Bureau of Supplies

and Accounts has many advantages and a few disadvantages. In the first place, Supply Corps officers are better fitted, by training and experience, to administer a business than the average line officer. In addition to lowering the efficiency of operation, the use of non-trained officers has jeopardized the careers of conscientious line officers who were just not capable of being good businessmen. The present arrangement has improved the morale of certain ratings by removing discriminations of the past such as the old ship's service operator with a line rating receiving extra pay for working in the ship's service store while a storekeeper performed similar duties in the small stores without extra remuneration. It is possible to effect considerable savings by centralized buying although there is some merit to the argument for giving stores more freedom in local buying. The practice of having the Bureau of Supplies and Accounts administer all continental ship's service stores provides a systematic means of accounting and control, but only at the expense of flexibility of action by the individual stores to increase their profits and improve the service rendered. It is believed that we are headed in the right direction and as undesirable arrangements are discarded or modified with experience, the value of the stores to the welfare and recreation program will be greatly enhanced.

4. While conceding the necessity of some reports, it seems that the recreation program would benefit if the number of reports required were reduced. If the reports, which are at present required monthly, were ordered to be submitted every two months or quarterly instead, the commanding officer, the recreation council, and officers of the auditing boards would have much more time to devote to their respective duties and planning recreation activites.

CHAPTER III

SURVEY OF RECREATIONAL FACILITIES

Introduction

Having considered the effect of welfare and recreation on morale and the provisions for the program, it is now advisable to examine the means provided for obtaining the desired results. Recreation programs and activities are conditioned by the breadth of human interests. The primary aim is to provide opportunities for ALL naval personnel to participate either actively or passively in the activities they choose to participate in for the sheer pleasure and satisfaction of the doing.

The ideal recreation program is one that will provide such a large variety of opportunities that every individual may find something to attract him. However, it has been found that in spite of the numerous facilities provided, there are still some individuals who do not respond to the opportunities available. A simple test to apply to a program is to ask, "Does this program provide a variety of opportunity for all individuals both indoors and outdoors during all seasons of the year?" If the answer is in the affirmative, it may be assumed that the program is certain to include vigorous games and sports, entertainment, hobbies, lectures, forums, good reading,

and good listening opportunities. Regimentation of recreation is definitely to be avoided hence a standard pattern of a program should never be adopted. The individual's freedom of choice is a basic consideration in the effectiveness of the recreation plan. It is recognized that existing circumstances, such as geographical conditions, available equipment, and available space may affect the program, but there are few limits to American imagination and ingenuity, and excellent results have been obtained under very adverse conditions.

It is the purpose of this chapter to examine specifically some of the most important facilities employed in the recreation program. It is assumed that naval officers are interested in the time-proven activities that contribute to high morale and pertinent facts related to these media. Subject matter is based upon various publications, interviews with competent observers, and the writer's own experience.

Motion Pictures

If a poll were taken to determine the most popular form of recreation in the Navy, it is reasonable to expect that the majority of naval personnel would indicate motion pictures as their choice. Mass approval of this diversion is manifested by the impressively large audiences in attend-

ance. The movie show draws the athlete, the non-athlete, the introvert, the extrovert, and individuals of all mental levels. Upon numerous occasions, the writer has observed men cheerfully accepting climatic discomforts, such as cold and rain, rather than leaving an open-air movie. In addition to providing interesting entertainment at the time of showing, the motion picture presents incidents that are later topics of conversation. On certain types of isolated and dull duty, it is especially important that the men have something to occupy their minds during their off-duty time.

The Navy Motion Picture Service, operated under the Special Services Division, Welfare Activity of the Bureau of Naval Personnel, is entrusted with the responsibility of administering the motion picture program for all ships afloat and overseas bases. The field activity is centered at the Navy Motion Picture Exchange, located at the New York Naval Shipyard, Brooklyn, New York. This organization selects a prescribed number of Hollywood pictures each week, basing their choices on past experience with the like and dislikes of Navy men. In this connection, it is interesting to note that naval personnel prefer musical comedies and action movies over others, with war films at the bottom of the list.[1] The programs are usually leased for two years

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[1] Bureau of Naval Personnel, "Films for the Fleet", All Hands, April, 1947 (Washington: Government Printing Office, 1947), p. 14.

and are returned to the contractor. At the present time, the Navy is using about three-quarters of the annual Hollywood output. The new and unused films are distributed to forces afloat and overseas bases within ninety days of national public release, and in some cases while in a pre-release status. By contract agreement, these programs are not to be exhibited ashore within the continental limits of the United States.

After selection, the 16 and 35 millimeter films are delivered to the Navy Motion Picture Exchange, Brooklyn, where the 15 prints of each movie are made up into programs approximately ninety minutes in length. Each program consists of a feature picture and a selected short subject. These programs are wound on Navy reels, placed in Navy containers, given a record book for use of each command using the film, and sent to the fleet via a distributing exchange. Commander Service Force, United States Pacific Fleet, and Commander Service Force, United States Atlantic Fleet, designate areas within their respective commands to which the programs are to be sent. Some programs are immediately circuited to forces afloat from the various motion picture exchanges. At the present time, exchanges are operating at Boston, Casco Bay, New York, Philadelphia, Norfolk, Charleston, Green Cove Springs, New Orleans, Orange, San Pedro, San

Francisco, Seattle, and Balboa.[2] It is the current policy to send nine of the prints to the Pacific forces and the remainder to the Atlantic fleet and activities in Europe.

The programs provided by the Navy Motion Picture Service are classified as "circuit prints" and "sea prints". "circuit prints" are those which, prior to becoming "sea prints", are circulated to shore bases for exhibition ashore. The prints are transferred from one exchange to another or from one base to another in the same numerical sequence as received. While on circuit, all "circuit prints" are made available for ships on a daily basis when the circuit booking permits. When these programs complete the initial shore circuits, they are available for issue to ships as "sea prints".[3]

Unless otherwise directed, all ships arriving in a port serviced by an exchange, are required to turn in all 16 and/or 35 millimeter entertainment motion picture film aboard regardless of whether or not they have been shown. While in port, the ships may draw programs from the exchange on a daily basis. Prior to departure, ships may request and obtain "sea prints" from the nearest motion picture exchange.

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[2] Ibid.

[3] Bureau of Naval Personnel Circular Letter No. 209-45 of July 18, 1945

When in areas not serviced by an exchange, ships are encouraged to exchange film with each other, making the required entries in the Motion Picture Exchange Log. All programs are eventually returned to the Motion Picture Exchange, Brooklyn, for return to the contractors. Cost of maintenance of the motion picture service is borne by the Congressional appropriation "Welfare and Recreation, Navy".

Since the war, the Motion Picture Industry has recalled all 16 millimeter gift prints previously donated to the Armed Forces. Also, post-war shortage of funds has resulted in reduced procurement of entertainment films. It is planned that each print be so circulated that it will be shown to at least 20,000 personnel in one year.[4] To accomplish this, the Bureau of Naval Personnel recommends the consolidation of shore-based theaters and the conversion of projection equipment to uniform size within an area to be serviced by one Navy print. In an area where a number of vessels are grouped, nested, or berthed in close proximity, the Senior Officer Present is urged to combine the attendance of personnel at showings of entertainment film aboard one of the vessels, thereby permitting issuance, by a Navy Motion Picture Exchange, of additional film to vessels

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[4] Bureau of Naval Personnel Circular Letter No. 192-46 of August 28, 1946.

departing for sea. To obtain maximum benefit from the programs, the exhibiting units must show and transfer promptly.

The Navy Motion Picture Service is not connected with continental activities. Activities within the continental limits of the United States, with their own non-appropriated funds, procure programs in accordance with the Optional Naval District Motion Picture Plan.[5] This plan, which became effective September 1, 1943, was originally intended to be optional but due to certain contract restrictions governing the lease of entertainment films for ships and overseas bases, it became necessary for the Bureau of Naval Personnel to issue a directive in August, 1946, making this plan mandatory for all shore activities of the Navy and Marine Corps within the continental limits of the United States.[6] Briefly, the plan authorizes Commandants of Districts, through their District Welfare and Recreation Officers, to maintain direct contact with the appropriate commercial motion picture exchanges, within or without the individual naval districts. The rental of feature programs

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[5] Bureau of Naval Personnel Letter, Ref. Pers-2231-ch, 385-1 of August 28, 1943.

[6] Bureau of Naval Personnel Letter, Ref. Pers-51133-GC, Serial 152 of August 12, 1946.

is predicated upon a scale based on the number of personnel in attendance at each exhibition on an actual or mythical admission fee of ten cents per person. The commanding officer is authorized to charge admissions not to exceed ten cents. Where admission is not charged, non-appropriated welfare funds, ship's store profits, ship's service store profits or post exchange profits may be used to defray the cost of programs obtained from commercial distributors. Naval hospitals in the United States receive motion pictures from commercial exchanges on a flat rental basis and no admissions are charged.

The Bureau of Ships provides and assigns all motion picture projection equipment, including spares and replacements, for commands both ashore and afloat. Operators of motion picture machines should be graduates of a Navy school for motion picture operators to avoid undue damage to film and to safeguard the huge investment in equipment. Unfortunately, an adequate number of such trained personnel are not available to all commands, so commanding officers are authorized to employ temporarily the service of any man, as sound motion picture operator, who fulfills the requirements set forth in the Bureau of Personnel Manual, Article D-5333.

Commanding officers should insure compliance with contract agreements. In the matter of attendance, for

example, it is expressly understood and agreed that motion pictures leased under the terms of the contracts will not be exhibited commercially, or to civilians, except families of military personnel attached to stations, civilians authorized to reside within naval reservations, and casual guests. A casual guest is defined as one who is visiting for other than express purpose of attending exhibition of motion pictures. This judicious restriction of audiences is to obviate any legitimate complaints as to unfair competition with neighboring civilian exhibitors, some of whom have contracts for first run play rights in the civilian community. Exploitation stunts should not be employed. Motion picture schedules should be discreetly announced in station or post newspapers or posted on bulletin boards within the reservation.

All personnel associated with the motion picture program should, in addition to being familiar with the latest directives of the Bureau of Naval Personnel, be cognizant of the applicable provisions of U.S. Navy Motion Picture Instructions, 1945.

Athletics

In developing skills, endurance, and strength, as well as the influence of same on the mental and physical well-being of the participant, the Navy athletic program

proves to be one of the important phases of the welfare and recreation plan, and is an essential part of the Physical Fitness Policy prescribed by the Secretary of the Navy on May 27, 1946, which is as follows:

> A physical fitness policy is hereby established for the U. S. Naval Service, in order to take full advantage of war experiences, which showed the highest standards of physical fitness, skill in swimming and survival procedures, and the team work indoctrination to be basic essentials for a naval service ready for strenuous combat. This policy is designed to promote physical fitness among all naval personnel, officers and men, by means of: (a) Physical Conditioning Program, and (b) Athletic Program.[7]

The Physical Conditioning Program consists of on-duty, compulsory participation in physical conditioning activities with special emphasis given to swimming and survival. The Athletic Program is based on off-duty, voluntary participation in athletics as a means of promoting physical and mental fitness, esprit de corps within the unit, and development of leadership and confidence. The Athletic Program is integrated with the on-duty compulsory participation in athletics under the Physical Conditioning Program. The official attitude of the Navy toward voluntary athletics is expressed in a directive that is quoted in part:

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[7] Secretary of the Navy Letter, "Policy on Physical Fitness of the U. S. Naval Service", Ref. P2-5 of May 27, 1946.

> Participation in athletics must be voluntary in order that individuals taking part may realize the greatest benefits. A comprehensive intramural athletic program within a ship or shore establishment rather than the varsity type of athletics, is the most practicable way to benefit the largest number of men. However, for a successful intramural program it is necessary that an incentive be furnished. Varsity athletics between highly skilled members of ships and/or shore establishments provide that incentive and should be considered as necessary for that reason alone. To encourage the highly skilled to engage in varsity competition, the recognition and prestige that goes to all champions should be provided to teams and individuals in the form of an All-Navy designation. Fleet Commands, Area Commanders, and Commandants should conduct championship play-offs in all sports.[8]

Supplementing the above, the Chief of Naval Personnel promulgates a tentative schedule for the All-Navy Athletic Program for the fiscal year,[9] a tentative grouping of commands for competition elimination,[10] and follows with specific directives giving the details of each tournament.

Sports in the Athletic Program fall into two classes, namely: team games and individual sports. Listed below are the most popular of the sports in the

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[8] Bureau of Naval Personnel Circular Letter No. 276-46 of December 4, 1946.

[9] Bureau of Naval Personnel Circular Letter No. 64-47 of April 14, 1947.

[10] Bureau of Naval Personnel Circular Letter No. 68-47 of April 15, 1947.

order of proven popularity:

1. Team Sports
   a) Softball
   b) Basketball
   c) Volleyball
   d) Baseball
   e) Touch football
   f) Track and field meet
   g) Soccer
   h) Crew races
2. Individual Sports (overseas)
   a) Swimming
   b) Tennis
   c) Horseshoes
   d) Badminton
   e) Boxing
   f) Handball
   g) Paddle tennis
   h) Wrestling
   i) Deck tennis[11]

The scope and types of athletic programs offered are determined largely by the following factors: variance in climate, nature of the terrain or space available on board ship, the organization's policy on work hours, complement, scope of military program, facilities, and available leadership. Of all these factors, competent leadership is perhaps the most important as recognized by the Navy in obtaining the services of specially trained officers and men to function as athletic specialists during the past war. The separation of these people from the service by demobilization has had its effect on the athletic program

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[11] Special Service Division, Bureau of Naval Personnel, Navy Department, Welfare and Recreation Manual, August 1945 (Washington: Government Printing Office, 1946), p. 48.

although compulsory training has been assisted by authority granted to hire physical training instructors to assist in compulsory training at stations.[12] The cost is chargeable to appropriations supporting the command or activity, and if such is inadequate, the commanding officer is authorized to use Command Recreation Funds or Local Recreation Funds for this purpose. Good leadership is essential to providing capable direction and generating desired enthusiasm. The individual designated as director of the sports program should be capable of:

1. Organizing and administering the entire athletic program.

2. Detailing assignments to assistants.

3. Presenting to proper persons requisitions for facility improvements.

4. Carrying out the existing policy governing the athletic program.

In planning any athletic program, it should be remembered that the object is to build, not to tear down. Just one incident of over-exertion or injury may provoke criticism and place the welfare and recreation organization in an embarrassing position. Especially in tropical climates, discretion should be exercised to limit activities

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[12] Bureau of Naval Personnel Circular Letter No. 91-47 of May 16, 1947.

which involve strenuous physical effort, such as running events, boxing, touch football, and basketball. Long distance running events should be eliminated entirely. Supervisors should be on the alert for evidences of heat or physical exhaustion among the participants.

Action should be taken to prevent interest lagging in certain popular sports. For example, it is advisable to discontinue such sports as softball, for a time, on shore stations. This practice does not necessarily apply to forces afloat who have limited opportunity for playing such games. It has been found that interest may be maintained by conforming, insofar as possible, to the season of the collegiate and professional games which stimulate the interest of the men.

All officers interested in athletics, as related to the Welfare and Recreation Program, are urged to read the Welfare and Recreation Manual, NAVPERS 15,631. While this publication was issued for the guidance of advance bases and is obsolete in many respects since the end of the war, it does contain valuable suggestions for those administering athletic programs. To properly control athletics and to maintain standards of eligibility, the Bureau of Naval Personnel has set forth a policy governing participation in athletic contests.[13] The methods of

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[13] Secretary of the Navy Letter, "Policy on Participation in Athletic Contests", Ref. PERS-515-SD Plo-1(C) of March 26, 1947.

procuring and handling athletic material vary to meet existing conditions, but familiarity with the subject may be gained by reading the Bureau of Supply and Accounts Manual, Article 2001, and Bureau of Naval Personnel letter, reference Pers-1012-PL, P10-(A) of July 16, 1943.

Libraries

One of the most positive morale agents of the Welfare and Recreation Program is the library. The demand for reading is constant and reading is not restricted by military employment, weather, or other factors that frequently make other forms of recreation impossible. The objective is to make books readily available and to encourage reading for recreation, information, and personal advancement.

Procurement of books is initiated by the Bureau of Naval Personnel. Libraries are supplied upon commissioning to all ships except tugs and small craft. The number of volumes vary with the number of personnel aboard. The following partial allowance list illustrates the policy of distribution:[14]

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[14] Navy Department, Bureau of Naval Personnel Manual, 1942 (Washington: Government Printing Office, 1945), p. 352.

[illegible] and [illegible] activities [illegible] and [illegible] [illegible] [illegible]

TABLE 2

PARTIAL BOOK ALLOWANCE LIST

Type of Ship	Volumes
Battleships	1,100, 2,000
Aircraft carriers	900, 1,100, 2,000
Heavy cruisers and light cruisers (10,000 ton)	900
Light cruisers, tenders and repair ships	600
Destroyers	150, 200, 300
Submarines, minesweepers, and river gunboats	150
Gunboats	400

After commissioning, books are supplied to ships and stations monthly, without request, by the Bureau which charges them to the appropriation "Libraries". This arrangement does not hold for submarines, tugs, and other small craft.

On ships not operating directly under the General Supply System, fiction books are carried under title V and not title B to permit the free exchange of fiction between vessels of this type.

Ships requiring additional books to replace worn and obsolete books or any other books desired, should submit requests to the Bureau of Naval Personnel. These books are issued without charge to any allotment made to a ship or shore station.

On board ships to which chaplains are assigned, the chaplain is responsible for the library. In the absence of a chaplain, the navigating officer is held responsible.[15] Shore stations are authorized to hire the services of librarians and assistant librarian, paying for same from recreation funds.

Inventories are required annually and requests for replacements shall be submitted prior to the third quarter of the fiscal year. The total number of books surveyed during a fiscal year shall not exceed the total number of new books added during the previous fiscal year. It is not necessary to replace surveyed books with the same titles. The collection of books should be overhauled periodically to insure a balance of subject matter that will be of interest to any reader. Professional guidance may be obtained from the district librarian, if available. Excellent advice along this line is contained in Recreation-Journal of Welfare and Physical Fitness, Second Quarter, Vol. 2 No. 2, NavPers 15117, 1947, page 3.

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[15]Navy Department, U. S. Navy Regulations, 1920 (Washington: Government Printing Office, 1944), Art. 1028.

Hobby Crafts Program

The Hobby Crafts Program, since being established in April, 1946, has been accorded an enthusiastic reception in the Navy and is growing in importance as a leisure time activity.[16] Hobby crafts, under other names, have been traditional in the Navy. For years, sailors have spent off-duty time in improving their skill in working with canvas, lines, metals, and model-making. These interests may not be apparent; in the majority of cases they are not, but it is an established truism that the basic urge is present and can be brought out with tactful leadership.

In organizing the hobby program, it is adviable to consider the objectives of developing this medium of expression. The recreation officer is NOT:

1. Training individuals to become craftsmen for vocational purposes in civilian life.

2. Attempting to manufacture articles for the commercial market.

3. Trying to promote crafts and hobbies using formal classroom techniques, with emphasis on large groups.

4. Evaluating programs solely on the quantity and quality of the completed articles.

5. Evaluating success and progress upon the basis of skill perfection.

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[16] Bureau of Naval Personnel Circular Letter No. 88-46 of April 15, 1946

The recreation officer IS:

1. Endeavoring to combat boredom, monotony, and convalescents' handicaps with interesting, challenging and self-sustaining activities.

2. Endeavoring to use crafts and hobbies as a medium for pleasant and engaging social relationships.

3. Evaluating the success of his program upon the satisfactions that develop during the process, using the completed article as a secondary objective.

4. Endeavoring to develop originality, creativeness and skills according to the abilities of each man.

5. Is measuring progress on an individual basis, utilizing the theory that every completed project is good, but that there is room for improvement in each case.[17]

In sponsoring the Hobby Crafts Program, the Bureau of Naval Personnel established the Hobby Craft Development Section under the Welfare Activity of the Bureau to make available to commands, information and instructions concerning establishment and operation of hobby shops. In addition, further aid was given in the procurement of shop material from surplus property sources, procurement of craft supplies,

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[17] Bureau of Naval Personnel, Welfare and Recreation Manual, August, 1945 (Washington: Government Printing Office, 1945) p. 59.

and visits were made to commands to assist in planning. Since this program was initiated, the Development Section has published research and development data for thirty-five crafts. A handbook for the construction and operation of U. S. Navy Hobby Shops, NavPers 15,662, has been published and distributed. Manuals for each of the thirty-five crafts are being printed and will be distributed to those commands recorded as having hobby shops. Due to personnel reductions in the Bureau, the services available to commanding officers henceforth will be limited to furnishing published material, rendition of non-technical advice, and until further notice, financial assistance.[18]

While the Hobby Craft Program will be most readily adapted to shore establishments, and will be of particular value to outlying stations, many of the hobby crafts are adaptable to ship board use, such as: art metal jewelry, clay modeling, wood and soap carving, weaving, knotting, braiding, photography, engraving, model airplanes, leather work, linoleum block printing, silk screen printing, graphic arts, fly tieing, and book binding.

Recreation Rooms

Every sizeable organization should provide a place where a man may drop in at any time for game amusement,

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[18] Bureau of Naval Personnel Circular Letter No. 85-47 of May 9, 1947

to read, write a letter, or listen to music, as his mood dictates. Such a place will be a busy center for leisure-time activities and will be invaluable in encouraging the individual to utilize his available hours in a pleasureable manner. Every effort should be made to create a comfortable, cheerful and relaxed atmosphere. It is especially important that this environment be free from regimentation and a minimum of officer supervision is desirable. This may be effected by delegating responsibilities for policing and maintaining order to enlisted committees. Responsible petty officers should be fully capable of supervising recreation rooms and it should be unnecessary for officers to encroach upon the men's privacy.

The size and appointments of the recreation spaces will vary with each type of ship and shore establishment. In peace-time, it is especially important that a home-like or club environment be established by the use of comfortable furniture, rugs, lamps, and tasteful interior decoration. Insofar as possible, the library should be part of the recreation spaces, but so located that there will be complete quiet. The game room should be divided into two sections, or preferably, two rooms. One should be used for table games requiring mental concentration, such as chess, checkers, cribbage, and acey-deucy; the other room should be devoted to active table, floor, and wall games. The music room should

be as far removed from the library as possible, and should be equipped with a radio, piano, record player, and a variety of records. Where shore facilities permit, the hobby shop should be included in the recreation building. A complete recreation building will have an issue counter where men may draw out recreation material such as fishing tackle and athletic gear.

Limited space on board ships restricts the recreation room facilities but even a thirty-five by twenty foot space may be transformed into an attractive and comfortable recreation room as demonstrated by the submarine tender Nereus.[19] On this particular ship, the sheet metal bulkheads were grained to resemble light oak and the overhead was painted a light brown to camouflage pipes and cables. Comfortable sofas and chairs, made of non-inflammable plastic, are provided. A painted mural decorates one end of the room. The appointments include a combination radio-phonograph, writing tables, magazine racks and glass-covered coffee tables. It is natural that the crew of this ship feels that they have just about the height of luxury in shipboard life.

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[19] Bureau of Naval Personnel, Recreation, vol. 2, no. 2, 1947, p. 7.

CHAPTER IV

THE VALUE OF THE CHAPLAIN

Introduction

During World War II, one hundred and eleven members of the Navy Chaplain Corps were cited for heroism and outstanding services. For every commendable act recorded, there are undoubtedly thousands of instances where the Navy chaplain performed deeds that were greatly appreciated but not rewarded. By reason of their profession in civilian life, these men were exempt from the national draft; yet, one fourth of the eligible clergymen in the United States were in service during the last war.[1] Armed only with courage and faith, the chaplain willingly took his place next to the fighting man in battle, realizing that he could expect no mercy from the enemy. In the Navy, ten were killed in action and many more were wounded.

In war or peace, the Navy chaplain can be one of the most influential factors in building morale, that state of mind that determines success or failure. Only the extremely biased officer would deny the effectiveness of a good chaplain in an organization. Yet, numerous officers know very

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[1]Bureau of Naval Personnel, "Peace Padres", All Hands, December, 1946, (Washington: Government Printing Office, 1946), p. 21.

little of the background, training, and responsibilities of the Navy chaplain. It is the purpose of this chapter to bring some enlightenment to the uninformed in hopes that better understanding will promote effective employment of the chaplain and a harmonious relationship between that individual and his shipmates.

Selection and Training

In September, 1939, the Navy had a total of one hundred and fifty four chaplains, of which ninety-one were in the Regular Navy and the remainder subject to call in the Naval Reserve. By August, 1945, the Navy Chaplain Corps had increased to two thousand, eight hundred and eleven.[2] During this rapid expansion, high qualifications for acceptance were maintained. In addition to meeting the rigid physical requirements prescribed for all naval officers, the applicant had to be a fully ordained clergyman, endorsed by his church for naval service. The educational requisite was four years of college or university work and three additional years in an accredited ecclesiastical institution.

Accepted candidates were sent to the Naval Training School (Chaplains) which was first established at the Naval

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[2] Bureau of Naval Personnel, "Comprehensive Training Fitted Chaplains for Varied Duties", Naval Training, 15 August, 1946 (Washington: Government Printing Office, 1946), p. 6.

Operating Base, Norfolk, Virginia, and later moved to the College of William and Mary at Williamsburg, Virginia. There these student chaplains, who were commissioned as lieutenants and lieutenants (junior grade), were under the tutelage of experienced chaplains.

The two-fold goal of chaplain training was to indoctrinate the individual effectively so that he might take his place in any naval organization as an officer, and to change him from a civilian pastor to a competent Navy chaplain.

Instruction in naval history, Chaplain Corps history, naval customs, traditions, and professional etiquette was given to the students. Naval orientation included learning naval ranks, rates, insignia, and the organization of the Navy ashore. The subject of naval correspondence was covered, with particular emphasis being given to the types of letters they, as chaplains, might be called upon to write. Lectures were devoted to pay accounts, pensions, gratuities, allotments, insurance, and welfare funds. The student chaplain was required to learn of other faiths so that he might assist every man and bring him certain comforts of his own church. Being in the environment of other creeds, the student chaplain tended to view other faiths with greater understanding.

In counseling instruction, due emphasis was placed upon typical service problems, such as: adjustment to new

environment, homesickness, and various kinds of fears.

To familiarize the new chaplains with conditions to be expected in battle, veteran chaplains related their combat experiences and training films were shown. The relationship of the chaplain to the medical officer was discussed, as well as first aid being taught.

The physical conditioning program was rigorous. The student chaplain was required to make hikes, run the obstacle course, and participate in military drill. Stress was placed upon swimming, under abandon ship conditions.

Invaluable experience and encouragement was obtained by requiring the student to conduct religious services and also to address his classmates. With such a critical congregation, defects of preaching were readily exposed and corrected. The instructor would measure the student's facility of speech, quickness of thought, and poise, by having him give an extemporaneous speech on an assigned subject. Bimonthly addresses were delivered by guest speakers, usually important naval officers, to further familiarize the student with the Navy. Early in the course, field trips, conducted under competent guidance, were arranged to naval shore activities and ships in the Norfolk, Virginia, area. In the middle of the course, instruction was interrupted for an extended tour of field work to permit the students to observe practical application of what they had been taught in

class. Those with less than one year of pastoral experience spent six weeks in the field while those with more experience spent two weeks. The student chaplain worked with the chaplains assigned to a particular station, learning by observing, seeing the utility of the theory he had absorbed, and in general getting the feeling of the work that he would undertake alone in the future. In addition to this field work, the student chaplains were given further experience in being assigned week-end work in various naval activities, usually in the Fifth Naval District. Since the end of the war, new chaplains are trained entirely by performing field work under the supervision of an experienced chaplain.

The Duties of the Chaplain

The Navy chaplain finds his duties set forth in the United States Navy Regulations, 1920, enumerated as follows:

> The chaplain shall--
> (1) Perform divine services aboard his own ship when prescribed by the commanding officer.
> (2) Perform divine services aboard other ships and at shore stations and naval hospitals when directed by the senior officer present.
> (3) Facilitate performance of divine service by clergymen of churches other than his own as directed by his commanding officer.
> (4) Form voluntary classes for religious instruction as directed by commanding officer.
> (5) Supervise instruction of those deficient in elementary subjects, reporting quarterly in writing to his commanding officer on the character, hours, and progress of instruction given each individual so instructed.

(6) Visit the sick daily or oftener unless their condition renders these visits inadvisable.
(7) At Quarters, report to his battle station as directed by commanding officer, who shall assign the chaplain a station whereat he may attend the wounded.
(8) At daily quarters, report his presence to the executive officer.
(9) As required by section 1398 R.S., report annually to the Secretary of the Navy (via official channels) all services performed by him.
(10) As provided by section 1397 R.S., conduct public worship according to the manner and forms of his own church.
(11) He shall, in sickness, death, or other emergency call on the homes of men whose families reside in the vicinity of the ship. In addition to making emergency calls, he shall, when occasion offers, make such calls on families as he may deem desirable for the development of a sense of interest by the ship in the welfare of the men and of their families.
(12) Report to the Bureau of Naval Personnel all marriages, funerals, and baptisms at which he officiates, giving names, dates, and places.[3]

From the above, it is apparent that the chaplain's primary duty lies in the field of religion with his humanitarian obligations secondary. While conceding this inference, the value of the chaplain's service as a counselor is not to be lightly weighted.

Military morale rests to an important degree on satisfactory adjustments and satisfying human relationships. Numerous new bluejackets find themselves facing new situations that are difficult for them to meet, such as:

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[3]Navy Department, United States Navy Regulations, 1920 (Washington: Government Printing Office, 1944), Article 1245.

new adjustments to authority, new social groupings, the necessity for revising vocational plans, and uncertainties regarding the future. Many can assimilate these problems but many are unable to do so and become the disgruntled, the neurotic, the malcontent, and the inefficient members of the group. Their destructive influence on morale is costly. Counseling does much to help such individuals face their difficulties, assimilate them, and find integrating purposes which they might whole-heartedly follow.[4] Carl R. Rogers also points out:

> One further word might be said as to the place of effective counseling in a military program. Under the pressure of a war psychology, many of the characteristics of a democratic society are temporarily laid aside. There is always the risk that those characteristics may be permanently gone, that the dictatorial structure which a democratic group adopts in time of crisis may prove to be unchangeable. An effective counseling program, with its interests focused on the individual, with its purpose the more adequate development of the individual, would be a force in preserving the concept of personal integrity, and a significant symbol of the value which democracy puts on the fundamental importance and worth of each citizen.[5]

With an awareness of his objectives in the naval organization, the first concern of a new chaplain is how he can employ his training in the most effective manner. In our present day of scientific advancement, the loud-

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[4] Carl R. Rogers, Counseling and Psychotherapy (Boston: Houghton Mifflin Co., 1942), 9.

[5] Ibid., p. 11.

speaker has replaced the bellowing boatswain in passing the word; talking motion pictures have taken the place of older forms of entertainment; "canned" music, dispensed gratuitously through-out the ship, has made the old accordian almost extinct; and the former mysteries of electronics are now boring small-talk. Into such a modern and stream-lined environment, the chaplain enters, possibly with misgivings. Unlike his civilian congregation, here is a heterogeneous group of people of different faiths, of divergent ideals, and from all sections of the country. He realizes that he must win the respect and friendship of these men before he can really function in his assignment. Shall he impress them with his dignity and run the risk of swing them to seek avoidance, or shall he try desperately to win their friendship by being a "hail-fellow-well-met" person right from the start and possibly end up by being the object of the men's scorn? To gain the desired reaction from the crew, the chaplain must not only be a good clergyman who understands psychology, but he must have very sound judgment and an inexhaustable amount of patience. There are very few professions that require such a fine sense of balance which is instinctive in the personality of the effective and well-liked chaplain.

After convincing the men that he is a sincere benefactor and worthy of acceptance by the group, the

chaplain is in a position to impress them through the performance of his duties. It is difficult, if not impossible, to fool the modern bluejacket for very long and eventually the crew will arrive at an approximately correct appraisal of the chaplain's true worth to the ship. As the individuals become better acquainted with the real chaplain, they will begin to realize that here is a friend who is ministering to their needs because he really wishes to and not because of the necessity for compliance with Navy regulations. They soon learn that the chaplain is not one of the old sympathy-chit men but an intelligent person who will give them sound advice and respect their confidence. Feeling free to talk to the chaplain on a confidential man-to-man basis, the enlisted man will discuss problems that he probably would not present to his division officer. The experienced chaplain is quick to differentiate between trivial and serious disturbances in the man's mind. Without violating the trust that the individual has placed in him, the chaplain can, in many instances, work through the commanding officer to prevent deterioration of the morale of the individual or the group. There must be mutual loyalty and understanding between the commanding officer and the chaplain. The chaplain should not make suggestions, in any particular case, that are inimical to the organization, the Navy, or the commanding officer's career. The commanding

officer, on the other hand, must not permit his interest or curiosity in the situation to influence him to the extent that he will attempt to pry for information that the chaplain feels is unethical for him to divulge; he should make the chaplain sense that he has confidence in the chaplain's judgment and will follow his recommendations if he possibly can, but if he is obliged to refuse, the chaplain should realize that the commanding officer has sound reasons for doing so. A frank discussion of the reasons for refusal will better prepare the chaplain for similar cases in the future and will dispel the possible impression that the commanding officer is arbitrary and uncooperative.

To obtain the maximum benefit of a chaplain, all officers and especially commanding officers, should be familiar with the chaplain's responsibilities and actual employment. It is well to remember that some of the chaplain's most important functions are not public performances, hence he should not be expected to compete with some line officers who believe that exhibitionism is the only means of impressing their superiors with their own professional qualities. The wise commanding officer will be thoroughly cognizant of the chaplain's duties and through personal interest will see that the chaplain performs these duties effectually without being handicapped by the assignment of collateral duties that conflict with his per-

formance as a chaplain.

To illustrate the performance of duties within the Chaplain Corps in recent years, consideration is invited to some typical statistics.[6] Table 3 indicates the number of divine services held during 1944 and 1945. It should be remembered that in 1944, conditions of war restricted services on combatant ships, and demobilization in 1945 had its effect. Besides regular services, Navy chaplains also officiated at 12,501 marriages ceremonies, 14,951 funerals, and 15,088 baptisms. They accepted 13,818 men and women into the church, took charge of church parties leaving the ships and performed innumerable special services.

TABLE 3

DIVINE SERVICES

	1944	1945
Total no. services conducted	450,294	407,577
Attendance at services	37,062,428	32,603,684
Services on own ships ..... or stations	397,428	348,986
Service on other ships or stations	35,791	58,591
Services held in civilian churches	17,075	42,186

[6]Bureau of Naval Personnel, "Peace Padres", ALL Hands, December, 1946, (Washington: Government Printing Office, 1946), p. 21.

The scope of the non-religious activities performed during the above periods is indicative of a trend towards a broader view of the chaplain's task. For example, chaplains sponsored 80,835 lectures, rehearsals, discussion groups and song fests. They held 64,600 study classes and 15,525 entertainments other than movies, with a total of 2,952,081 in attendance. Visits were made to 5,311,408 in hospitals, sickbays and brigs. In addition to the above, civilian groups were addressed, letters were written regarding naval personnel, and numerous relief cases were handled.

Conclusions

1. The Navy chaplain has convincingly proven his value to the naval service. The manner in which the majority of chaplains performed their duties during World War II demonstrated that the Navy chaplain is not just a desirable addition to an organization but a necessary asset. In accepting the hazards of war to minister to the spiritual needs of combat personnel, the chaplain not only fulfilled his obligations to his faith and humanity but also contributed to victory by obtaining high morale during a period of stress.

2. The selection and training of new chaplains to meet the staggering demand of war-time expansion appears to have been soundly planned and effectively executed. It was very fortunate that there were so many applicants who

were professionally and physically eligible for military service. The emphasis placed upon physical fitness paid dividends repeatedly. Profiting from past experience, it is evident that this important corps must be bolstered in peace time by an adequate Naval Reserve, composed of men who will prove to be well-trained and physically fit when called to active duty.

3. Upon reporting to a naval activity, the chaplain must establish rapport with the personnel before he can expect to accomplish best results through his efforts. His conduct and attitudes must be governed by sound judgment, avoiding extremes in adjusting himself to his new environment.

4. The relationship between the commanding officer and chaplain should be based upon mutual consideration of the responsibilities of the other, and a sincere desire to help each other insofar as possible. While the chaplain should not impose upon the commanding officer by presenting routine or trivial matters that he can handle himself, he should not hesitate to consult his superior when serious trouble affecting the morale of the organization is known or anticipated.

5. It is desirable to have a sufficient number of chaplains in the Navy to broaden the scope of their non-religious activities without detracting from their primary

function in the field of religion. Military life presents many problems that men cannot always solve satisfactorily for themselves and the need for adequate guidance is a challenge to the chaplain of today. An advisor, unskilled in the scientific approach to counseling, may not only fail to help the client but may unintentionally cause actual harm to the individual. It is understood that post-war plans for training chaplains give recognition to this counseling need. The Navy chaplain, by training and professional experience, is best fitted to perform many other non-religious functions that contribute to the welfare and recreation of personnel. Visiting the sick and talking to the despondent prisoner in the brig has a salutory effect on the individual's state of mind. Assisting a man to meet an emergency through the Navy Relief Society or the American Red Cross not only makes a friend for life but adds to the sense of security so essential for good morale.

6. Statistical reports from each chaplain are valuable in recording and analysing the magnitude and variety of services performed. Every commanding officer should interest himself in the individual reports from his command and the summary compiled by the Chaplain Corps. While the facts shown do not represent all of the accomplishments of the chaplain, they do offer more than ample justification for the existence of the corps.

CHAPTER 5

FACTORS RELATED TO WELFARE

Introduction

The early professional military man, imbued by tradition to acceptance of a spartan life and motivated only by the promise of material gains from the spoils of war, has, in the distant past, expected very little consideration from his superiors. Even now, a good soldier and sailor is expected to withstand hardships and face adversity with determined fortitude. Nevertheless, with the growth of democratic concepts, the man in the ranks is no longer fixed by caste to be treated with indifference. This does not imply that the enlisted man of today is a weakling who must be pampered to have him put forth his best efforts. The service man of today comes from a civilian environment and retains certain ideologies that act as motivating factors when it becomes necessary to fight. Most men yearn for the comforts of a home and look forward to rearing children. This domestic instinct is considered normal in the civilian, but in the past the Navy man was apparently expected to be a celibate, although, as a fighting man, he was supposed to demonstrate the virile aggressiveness of the game cock. In spite of

this inconsistent viewpoint, the majority of men eventually risked the hardships of matrimony while in the service and achieved happiness. Except for impulsive youngsters who are not economically or temperamentally prepared for marriage, the "family" man proves to be of value to the service. The responsibilities of dependents not only have a stabilizing influence but the satisfaction of a home brings contentment not found in "having a girl in every port".

Domesticity for the service man and his family can hardly be considered the optimum in connubial bliss although all of them hope for their reward upon retirement. The Navy wife must be endowed with sufficient character to accept disappointment, financial hardship, poor living conditions, and inconvenience with philosophical resignation. It is true that there are many compensations that off-set some of the disadvantages of the service. It is most gratifying, in recent years, to note that the Navy is giving more serious thoughts to assisting the enlisted man and his family.

It is the purpose of this chapter to discuss some of the problems confronting the enlisted man, married or unmarried, and comment on the agencies employed with a view of increasing the individual's sense of security.

Navy Relief Society

Naval personnel have the assurance of knowing that their dependents and they have the Navy Relief Society to turn to in times of trouble. Sickness, accidents, and death often strike without warning, creating an emergency of serious proportion to the man with limited resources. The husband, who may be at sea, would ordinarily be faced with the problem of how his family could obtain medical and/or financial aid, or, if the head of the family should die, the widow is suddenly alone and at a loss as to where to turn for advice and necessary aid to re-organize her life.

The Navy Relief Society was incorporated January 23, 1904, in the District of Columbia, for the purpose of aiding indigent widows and orphans of officers and enlisted men of the United States Navy and Marine Corps. As currently phrased, the purpose of the Society is to:

> Collect and hold funds and to use same for aid in times of need of the officers and enlisted men of the Naval service of the United States, which term shall include the regular Navy and Marine Corps of the United States, the reserve components thereof when on active duty, and the United States Coast Guard when serving as a part of the United States Navy in time of war, and also for the aid in times of need of dependents of such officers and enlisted men of said Naval service.[1]

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[1]Bureau of Naval Personnel, Dependent Benefits Manual for Benefits and Insurance Officers, NavPers 15116 (Washington: Government Printing Office, 1945), p. 43.

Types of services rendered:

1. To widows and bereaved dependent parents. When dependents need help pending receipt of government benefits, the Society offers interim assistance as necessary in addition to assisting in the preparation of necessary forms to expedite the government benefits.

2. Assistance to able-bodied personnel and their dependents:

a) In cases of emergent need, help in meeting their obligation to provide hospital, medical, and surgical care for dependents where they and their families are unable to do so with their own resources.

b) Financial help in emergencies involving urgent need for basic living essentials, such as may be occasioned by sudden unexpected transfer of service personnel, travel on account of critical illness of dependents, and other needs of a non-recurring nature.

Financial assistance, when needed, is rendered in the form of either a gratuity or a loan, to be repaid without interest, or both gratuity or loan, depending upon the circumstances of the particular case and the degree of hardship involved in the repayment of a loan. Some men, not fully informed of the Navy Relief Society, have resented the refusal of loans that were unjustified and also have complained when asked to repay timely loans

that were generously made without interest. These people should have realized that the Navy Relief Society is supported entirely by voluntary contributions and is not a government agency. Therefore, funds must be expended judiciously where they will do the most good. The funds are not available to assist a man or his family in an effort to maintain a standard of living incommensurate with the man's pay and allowances. Neither is the Society in a financial position to handle cases involving chronic illness or other situations involving long term commitments.

In addition to the above services, the Navy Relief Society is often approached by dependents who fail to receive their family allowance benefits promptly, and it acts in their behalf in obtaining reports from the Dependents Welfare Division.

The work of this Society is carried on by its Headquarters in Washington, D.C., and by forty-seven auxiliaries located within the various naval districts.

American Red Cross

The humanitarian services rendered to the public by this commendable organization are widely known. In every serious calamity, the American Red Cross is prompt in relieving suffering and bringing relief to needy individuals. As most servicemen know, the efforts of this agency

are not limited to the civilian field. At home and in foreign areas, the Red Cross has provided invaluable aid to members of the Armed Services, during war and peace. Congress created the American Red Cross by the Act of January 5, 1905, citing as one of its purposes "to act in matters of voluntary relief and in accord with the military and Naval authorities as a medium of communication between the people of the United States of America and their Army and Navy".[2]

The Dependents Welfare Division of the Bureau of Naval Personnel maintains a liaison relationship with the American Red Cross that is of mutual advantage to the Bureau and to the Red Cross. The present working arrangement was established in August, 1944, to handle all inquiries by the Red Cross directed to the Bureau as expeditiously as possible and in like manner, to channel Bureau requests for services from the American Red Cross through one division equipped to process such inquiries effectively. A similar relationship is maintained between the American Red Cross and the Bureau of Medicine and Surgery with regard to matters under the cognizance of that Bureau. The Red Cross makes frequent requests to the Bureau for certain information that is needed to help plan for a family's ulti-

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[2] Ibid., p. 45.

[illegible]

mate welfare. This entails a check with the Dependents Welfare Division on the status of family allowance, benefits and/or allotments. Sometimes by obtaining the serviceman's address, when the family has lost touch with him, a personal problem within the family may be solved. Checking on casualty status is another service that may contribute to a family's peace of mind. In turn, the Bureau makes requests for information that the Red Cross is authorized to provide, such as: reports of home conditions needed by the Bureau in considering various official applications from servicemen, verification of dependents health when such reports are required to substantiate messages from families indicating urgent personal problems.

Closely integrated with the Field Director, is the Red Cross Home Service, which is provided by an organization of skilled workers and highly trained volunteers charged with the responsibility of protecting and helping the serviceman's family, and assisting them to secure their legal rights. The following examples are typical of such services:

1. Obtaining immediate reports and rendering emergency assistance to the serviceman's family.

2. Should additional and specialized services, such as psychiatric care, child placement, legal aid, and the like, be needed, Home Service will assist by pointing out the services offered by other community agencies as well

as helping the applicant plan with the appropriate agency in seeking a solution of the problem.

3. In an emergency, temporary financial assistance may be provided while the Home Service worker is assisting with applications for government allowances, pensions, or claims. This assistance is given on the basis of need and may be an outright grant or a loan.

4. Even after government benefits have been received by the family, Home Service assists, as a friend and counselor, in obtaining aid from other resources within the community. When such resources are not available, the Home Service cooperates by referring the request to the Navy Relief Society.

During war and in combat areas, commanding officers are authorized to submit requests to the Bureau of Naval Personnel for the establishment of American Red Cross recreation centers, directed by American Red Cross personnel.

There are Red Cross field directors at most naval activities within the United States and at many bases abroad. Original requests for services should be submitted to a field director who will either contact a local chapter for action or will forward the request to National Headquarters. Aboard ships, mobile units, or at stations where no field directors are available, requests should be submitted through

official channels to the Dependents Welfare Division of the Bureau of Naval Personnel, which will contact the National Headquarters of the American Red Cross.

Medical Care of Dependents

By public law, the Navy is authorized to care for dependents of a member of the Navy, Marine Corps, or Coast Guard. Dependents of Coast Guard personnel are eligible only during such periods as the Coast Guard operates as a part of the Navy. The term "dependent" includes a lawful wife, unmarried dependent child or children under twenty-one years of age, and the mother and father of a member of the Navy, Marine Corps, or Coast Guard, if, in fact, such a mother or father is dependent on such a member. Dependents of the following classes are eligible for care:

1. Dependents of personnel of the regular Navy, Marine Corps, and Coast Guard on the active list.

2. Dependents of retired personnel of the regular Navy, Marine Corps, and Coast Guard on active duty.

3. Dependents of all reserve personnel performing active duty other than training duty.

4. Dependents of retired personnel of the regular Navy,Marine Corps, and Coast Guard, not on active duty, and of retired personnel of the Naval Reserve, Marine Corps Reserve, and Coast Guard Reserve, retired with pay, not on active duty.

military officials in the Commonwealth Military Division of the Department of Naval Engagement, which will control the National headquarters of the Militia for Canada.

Personal Form of Commitment

Of public law, one may be conscripted to serve for the Commonwealth at a number of our Army, Naval Corps, or Canada Guards. Dependents of Canadian Naval personnel are PLACED only during time periods as the Canadi Naval operations be a part of the Army. The term "Dependents" includes a married male, unmarried dependent child or children under twenty-one years of age, and the mother and father of a member of the Army, Militia Corps, or Canadi Guard, or Naval Corps, or a member of the Militia, or Canadi Guard, or Naval Corps, who is dependent on them for support, or, in lieu, some a mother or father be dependent on such a member. Dependents only of the following classes are eligible for pay:

1. Dependents of personnel of the regular Army, Naval Corps, and Canadi Guard on the active list;

2. Dependents of persons enrolled in the regular Army, Naval Corps, and Canadi Guard on active duty;

3. Dependents of persons enrolled in the reserve Army, Naval Corps, and Canadi Guard, and on active duty, and of persons enrolled in the Militia, Naval Corps, and Canadi Guard, when called with pay, and on active duty.

4. Dependents of persons enrolled in the regular Army, Naval Corps, and Canadi Guard, and on active duty, and of persons enrolled in the Militia, Naval Corps, and Canadi Guard, when called with pay, and on active duty.

5. Dependents of enlisted personnel tranferred to the Fleet Reserve or Fleet Marine Corps Reserve after sixteen or more years of service.

6. Widows of the following personnel: any person who, when death occurs, is a member, active or retired, of the regular Navy, Marine Corps, or Coast Guard; any member of the reserve forces, when the death of such member occurs while he is on active duty which is permanent in character; any member of the reserve forces when the death of such a member occurs while he is on active duty during war or national emergency; any member of the reserve forces, not on active duty, when the death of such a member occurs while he is in retired-with-pay status; and any enlisted person not on active duty who, when death occurs, is a member of the Fleet Reserve or Fleet Marine Corps Reserve transferred thereto after sixteen or more years of service.

Out-patient medical service, not including dental care, is provided only by Navy medical officers at Naval dispensaries, Naval hospitals, or other Medical Department activities of the Navy where an out-patient service for dependents has been established. At certain stations, treatment is available for treatment in the home of the patient.

In areas where civilian hospitals are inadequate, certain Naval hospitals and dispensaries have been designated

to admit dependents for hospitalization. Such hospitals admit dependents only for acute medical and surgical conditions, exclusive of nervous, mental, and contagious diseases or those requiring prolonged care. The Navy Department is not authorized to assume any responsibility in connection with medical, dental, or hospital care obtained by or for dependents from civilian sources.

The Children's Bureau of the United States Department of Labor administers a splendid but little-known service under the Emergency Maternity and Infant Care Program. This program, which became effective March 18, 1943, provides free medical, nursing, and hospital care throughout pregnancy, childbirth, and for six weeks after childbirth for wives of enlisted men on active duty in the four lowest pay grades of the Army, Navy, Marine Corps, and Coast Guard. Under the existing regulations, the Health Department or Board of Health in each state or territory is designated as the "State Health Agency". This agency develops its own operating plan which may differ in various states but follows the general policies of the Children's Bureau. Individuals who are eligible for and interested in this government financed program should direct their requests for information and application blanks to the State Health Department of the state in which the wife resides, rather than to the Bureau of Naval Personnel or the Children's Bureau.

Dissemination of Information

One of the most effective forms of morale sabotage is the introduction of confusion, doubt, and worry through false rumors, misinterpretation of available information, and emphasizing the lack of information. By disturbing the individual's sense of security, efficiency is bound to be lost. Subversive elements, representing certain European nations, have capitalized upon this human frailty. Our leading business experts recognize that the principle of organizational coordination cannot be achieved without properly timed and effectively executed communications. It is somewhat difficult but tremendously important to keep a two-way flow of communications free at all times. Spriegel states:

> Most of the conflicts in business are not basic but are caused by misunderstood motives and ignorance of the facts. Proper communications between the interested parties reduce the points of friction and minimize those that inevitably arise. Management at every work level is primarily charged with the responsibility of seeing that proper procedures are established for sympathetic interchange of information between all parties concerned.[3]

It is natural that censorship should prevail in war for the sake of essential security, but withholding of information of concern to personnel in times of peace is not understood by some men. Information effecting the

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[3] William R. Spriegel, Principles of Business Organization, (New York: Prentice-Hall, Inc., 1946), p. 457.

individual's financial and domestic welfare has been withheld until released by a public medium. To cite an example, about eleven years past, the forces afloat were ordered to recall all men on leave and prepare for sea immediately. Accordingly, many men on leave who had traveled to distant points, at their own expense, were recalled but the fleet went to sea before most could return. Many families were thrown into turmoil for fear that their sons and husbands were headed for combat--with whom, no one knew. The air of secrecy was dispelled only when a local radio announcer released the news later that this was a mobilization drill. Imagine the reactions of the men who had to depend upon a broadcaster to obtain the news that was of such vital interest to them. The wisdom of this drill is not criticized but the effect on morale should have been anticipated and provided for by suitable action. In such a situation, it is possible for personnel to reach the conclusion that their superiors are coldly indifferent to their personal welfare.

The Bureau of Naval Personnel is now active in not only disseminating information of interest to naval personnel, but in anticipating the needs of the individual. The information bulletin, All Hands, fills a vital need in presenting topics of interest through articles and its "Bulletin Board", and also answers questions submitted by

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personnel in the "Letters to the Editor". The Dependent's Welfare Division is occupied with activities related to the welfare of the individual and his family. Many helpful manuals and publications are promulgated. A few of these are:

1. Dependent Benefits Manual for Benefit and Insurance Officers. This includes information relative to:

a) Servicemen's Dependents Allowance Act of 1942, as amended.

b) Monetary Allowances in Lieu of Quarters.

c) Allotments.

d) Six Months' Death Gratuity, Arrears in Pay, and Aviation Bonus.

e) Reimbursement for Property Lost, Damaged, or Destroyed in the Naval Service.

f) Transportation of Dependents and Shipment of Household Effects.

g) Hospitalization and Medical Care of Dependents of Naval Personnel.

h) The Emergency Maternity and Infant Care Program.

i) The Navy Relief Society.

j) The American Red Cross.

2. Insurance Manual for Benefits and Insurance Officers, 1 October, 1945.

3. Benefit Guide for Officers and Enlisted Personnel, United States Navy and United States Naval Reserve.

Conclusions

1. In our present civilization, the members of the Armed Forces of the United States are entitled to individual consideration in welfare matters that are so important to good morale. Every thought should be given to development of a sense of security. Married service-men have been subjected to severe hardships, many of which could have been eliminated or eased by official interest in the cases. Realizing the value of this aspect of morale, the Bureau of Naval Personnel has made commendable progress in assisting the Navy man and his family. While circumstances do not always permit solutions to the many problems, it is gratifying to naval personnel to observe that the Navy is trying and actually is doing the best possible for the welfare of the individual.

2. The Navy Relief Society and the American Red Cross are deserving of credit for the many services rendered to naval personnel and their families. To overcome undeserved criticism, the Navy Relief Society should adopt an effective Public Relations Program. The skeptics should be enlight-

9. Jamestown Journal (on Jamestown and Jamestown Colonists), 1 October, 1888.

10. Jamestown Journal (on attempts and failures Jamestown and Virginia Dare and Sir Walter Raleigh Journal), [illegible]

Conclusion

14. In our general civilization, the backbone of the armed forces of the United States are initiated in individual conditioning to believe soldiers that are to be inspired by good morale. Every thought should be given to development of a sense of morality. Moreover servicemen have been subjected to severe hardships, many of which could have been alleviated or moved by activity involved in the house. Considering the sense of this school of morale, the person of moral training and wise economic planning is assisting the Army and the Air Force. Their circumstances do not allow similar solutions to the same problems. It is possible to more accurately in showing that the Army is using the activity to bring the best results for the welfare of the servicemen.

15. The Army Relief Society and the Overseas Red Cross are cooperating in helping the need assistance soldiers in being provided and Air Force. It involves procedure of operation, the Army Relief Society should begin an active-let Public Welfare Program. The condition should be religious-

ened through wide distribution of financial reports, articles in service magazines, and lectures.

3. Dissemination of information regarding the interests of the individual or group is necessary to avoid confusion, doubt and frustration. The channels of communication should be two-way, allowing the subordinate to submit reasonable questions and comments when appropriate. Welfare problems should receive prompt consideration rather than to be allowed to grow in size through official neglect. Interest in factors related to welfare should not be confined to the Bureau of Naval Personnel, but every officer should strive for sympathetic regard in all dealings with personnel by exercising fore-sight, intelligence, and a working knowledge of the Golden Rule.

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